

Message Text

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E.O. 11652:GDS

SUBJECT: ILO - POSITION PAPERS FOR 194TH SESSION OF THE
GOVERNING BODY: PALESTINE LIBERATION ORGANIZATION ITEMS

1. FOL ARE APPROVED INSTRUCTIONS TO USDEL 194TH ILO
GOVERNING BODY:

A. FOR INTERNATIONAL ORGANIZATIONS COMMITTEE, AGENDA ITEM
ONE, PARAGRAPHS 39-51:

"US POSITION: USDEL SHOULD REMAIN SILENT, UNLESS AN
ATTEMPT IS MADE TO INFLUENCE THE GOVERNING BODY'S ACTION ON
THE QUESTION OF GRANTING OBSERVER STATUS TO THE PLO.
SHOULD SUCH AN ATTEMPT BE MADE, USDEL SHOULD OBJECT ON THE
FOLLOWING GROUNDS. FIRST, THE REPORT OF THE ACC DOES NOT
REFER TO THE QUESTION OF OBSERVER STATUS FOR THE PLO OR
LIBERATION MOVEMENTS RECOGNIZED BY THE LEAGUE OF ARAB
STATES. THIS SUBJECT, THEREFORE, IS BEYOND THE SCOPE OF
THIS AGENDA ITEM. SECOND, THE PLO QUESTION WAS REFERRED
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BY THE PRESIDENT OF THE 59TH INTERNATIONAL LABOR CONFERENCE

TO THE OFFICERS OF THE GOVERNING BODY. UNTIL THE OFFICERS OF THE GOVERNING BODY HAVE DECIDED TO REFER IT TO THE GOVERNING BODY, THIS SUBJECT IS NOT BEFORE THE GOVERNING BODY OR ANY OF ITS COMMITTEES. IT WILL BE FOR THE GOVERNING BODY, SHOULD IT RECEIVE THE QUESTION FROM THE OFFICERS, TO DECIDE WHAT CONSIDERATION IT WISHES TO GIVE

THE QUESTION. THEREFORE, THIS QUESTION IS NOT REPEAT NOT BEFORE THE INTERNATIONAL ORGANIZATIONS COMMITTEE. IT WOULD BE PREMATURE, IN THE ABSENCE OF A REFERRAL OF THE QUESTION TO THE COMMITTEE BY THE GOVERNING BODY ITSELF, FOR MEMBERS OF THE COMMITTEE TO DEVELOP RECOMMENDATIONS TO THE GOVERNING BODY ON THIS QUESTION. ANY ACTION BY THE INTERNATIONAL ORGANIZATIONS COMMITTEE AT THIS SESSION WOULD BE PREMATURE, AND WOULD HAVE NO STANDING BEFORE THE GOVERNING BODY. IF THE COMMITTEE, NEVERTHELESS, CONSIDERS THIS QUESTION AND ADOPTS RECOMMENDATIONS FOR ACTION BY THE GOVERNING BODY, IN THE ABSENCE OF INSTRUCTIONS TO THE CONTRARY, USDEL SHOULD OPPOSE THAT ACTION AND INSIST THAT ITS OPPOSITION BE MADE A MATTER OF RECORD IN THE COMMITTEE'S REPORT, AND SHOULD RESERVE ITS RIGHT TO CHALLENGE THE COMMITTEE'S AUTHORITY TO HAVE CONSIDERED THIS ISSUE WHEN THE COMMITTEE'S REPORT IS DISCUSSED BY THE GOVERNING BODY."

NOT WITHSTANDING THE FOREGOING, IT IS IMPERATIVE THAT THE US DEL REPORT ANY PROPOSALS ON PLO SUBMITTED TO ANY ILO ORGAN TO THE DEPARTMENT IMMEDIATELY AND SEEK SPECIFIC GUIDANCE. EACH PROPOSAL WILL BE REVIEWED AT A SENIOR LEVEL TO DETERMINE THE COURSE OF ACTION WHICH BEST PROMOTES THE PRIMARY US GOAL OF FACILITATING THE NEGOTIATING PROCESS AMONG THE PARTIES TO THE MIDDLE EAST DISPUTE."

B. FOR GENERAL POLICY GUIDANCE WHEREVER APPROPRIATE:

"PROBLEM: TO ENSURE THAT ACTIONS TAKEN IN THE ILO CONCERNING THE PALESTINIAN LIBERATION ORGANIZATION DO NOT HINDER THE PRIMARY US OBJECTIVE OF FACILITATING THE NEGOTIATING PROCESS WHICH WILL HOPEFULLY LEAD TO A JUST AND LASTING PEACE IN THE ME.

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BACKGROUND/ANALYSIS: A REPRESENTATIVE OF THE PLO SENT A LETTER TO THE PRESIDENT OF THE 59TH SESSION OF THE INTERNATIONAL LABOR CONFERENCE (JUNE 1974) ASKING THAT THE PLO BE GRANTED OBSERVER STATUS TO PARTICIPATE IN ALL CONFERENCES, MEETINGS AND ACTIVITIES OF THE ILO. THE CONFERENCE OFFICERS DECIDED THAT EXISTING ILO STANDING ORDERS DO NOT PERMIT THE PLO TO BE ACCREDITED AS AN OBSERVER, AND ASKED THE GOVERNING BODY, AT ITS NOVEMBER

1974 SESSION, TO HAVE ITS STANDING ORDERS COMMITTEE PROPOSE AMENDMENTS TO THE STANDING ORDERS TO PERMIT THE PLO TO PARTICIPATE IN THE CONFERENCE AND "IN OTHER MEETINGS OF CONCERN TO THEM". THE NOVEMBER 1974 SESSION WAS SPECIFIED BECAUSE IT IS THE ONLY REMAINING GOVERNING BODY SESSION THAT WOULD PERMIT THE AGENDA OF THE JUNE 1975 CONFERENCE

TO BE AMENDED FOUR MONTHS IN ADVANCE, AS THE REGULATIONS REQUIRE. SENIOR OFFICIALS OF THE ILO, HOWEVER, BELIEVE IT WILL BE POSSIBLE TO BEND THIS REGULATION SO THAT ACTION CAN BE DELAYED UNTIL THE FEBRUARY 1975 OR EVEN MAY 1975 SESSIONS OF THE GOVERNING BODY.

THE AFL-CIO IS STRONGLY OPPOSED TO THE ILO'S GRANTING "OBSERVER OR ANY OTHER STATUS" TO THE PLO. WE DO NOT KNOW WHAT DEGREE OF CONCESSION TO THE PLO THE AFL-CIO MIGHT ACCEPT; IT MAY EVEN BE PREPARED TO TERMINATE ITS PARTICIPATION IN THE ILO OVER THIS ISSUE. IN HIS REPLY TO MR. MEANY'S LETTER TO THE SECRETARY EXPRESSING HIS OPPOSITION TO THE ADMISSION OF THE PLO TO OBSERVER OR ANY OTHER STATUS IN THE UN SYSTEM, ACTING SECRETARY INGERSOLL UNDERSCORED THE HARD FACT THAT THE PLO'S SPONSORS HAVE THE VOTES IN UN AGENCIES TO ACHIEVE THEIR PURPOSES. THE ACTING SECRETARY EMPHASIZED THAT US EFFORTS HAVE BEEN MOTIVATED BY A DESIRE TO AVOID ACTIONS CONCERNING THE PLO IN BODIES WITHIN THE UN SYSTEM WHICH WOULD NEGATIVELY AFFECT THE PROCESS OF PEACEMAKING IN THE ME, WHICH IS OF PARAMOUNT CONCERN TO ALL OF US.

POSITION: IN KEEPING WITH US OBJECTIVES CONCERNING THE ME NEGOTIATIONS THE USDEL SHOULD WORK TO KEEP TO A MINIMUM THE LEVEL OF RECOGNITION THAT THE ILO GOVERNING BODY RECOMMENDS BE GIVEN TO THE PLO, AND TO DELAY SUCH RECOGNITION AS LONG AS POSSIBLE.

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SPECIFICALLY, THE US DELEGATION MAY:

A) MAKE OR SUPPORT A PROPOSAL THAT HAS THE EFFECT OF DELAYING CONSIDERATION OF THE PLO ITEM BEYOND THE NOVEMBER 1974 SESSION OF THE GOVERNING BODY. THE US DELEGATION SHOULD EXPLORE THIS POSSIBILITY WITH THE ILO SECRETARIAT BEFORE THE GOVERNING BODY CONVENES;

B) EXPLORE WITH THE ILO OFFICE AND FRIENDLY DELEGATIONS THE POSSIBILITY THAT ARTICLE 2, CHAPTER 3(J) OF THE ILO STANDING ORDERS MIGHT PERMIT THE PLO TO ATTEND ILO CONFERENCES AS AN OBSERVER UNDER THE FOLLOWING FORMULA ON WHICH A CONSENSUS HAS BEEN REACHED IN OTHER UN CONFERENCES AND AGENCIES: "INVITES THE NATIONAL LIBERATION MOVEMENTS

NOW RECOGNIZED BY THEIR REGIONAL INTER-GOVERNMENTAL ORGANIZATIONS TO PARTICIPATE AS OBSERVERS IN SPECIFIED ILO CONFERENCES." THE ADOPTION OF A RESOLUTION TO THIS EFFECT WOULD OBVIATE THE NECESSITY OF THE MORE RADICAL AND PERMANENT STEP OF AMENDING THE STANDING ORDERS TO INCLUDE SPECIFIC REFERENCE TO THE PLO. THE US SHOULD NOT INITIATE SUCH A PROPOSAL BUT MAY INDICATE THAT THE US MIGHT BE ABLE TO ABSTAIN OR ACQUIESCE IN A CONSENSUS IF

SUCH A FORMULA WERE ACCEPTED BY THE GOVERNING BODY.

IF IT BECOMES EVIDENT THAT ANY ACTION ON THE PLO ISSUE WHATSOEVER WILL BE FORMALLY CONSIDERED AT THE SESSION, THE USDEL SHOULD REPORT TO THE DEPARTMENT IMMEDIATELY THE EXACT TEXT OF EACH PROPOSAL AND AWAIT FURTHER INSTRUCTIONS. SHOULD A VOTE BE TAKEN ON THE PLO ISSUE IN THE ABSENCE OF FURTHER INSTRUCTIONS FROM THE DEPARTMENT, THE USDEL SHOULD NOT REPEAT NOT PARTICIPATE IN THE VOTE AND SHOULD STATE THAT ITS FAILURE TO PARTICIPATE WAS BASED SOLELY ON ITS LACK OF INSTRUCTIONS. PRIOR TO THE VOTE, THE USDEL SHOULD, IF NECESSARY, REQUEST A POSTPONE: MENT TO ENABLE IT TO RECEIVE INSTRUCTIONS." INGERSOLL

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